



## DEPARTMENT OF EMERGENCY MANAGEMENT

Melvin N. Kaku, Director  
Peter J. S. Hirai, Deputy Director

### FISCAL YEAR 2009 OPERATING BUDGET

The following is a fiscal summary for the Department of Emergency Management (DEM). Comparative reference is provided for Fiscal Year 2008.

| <b>DEM OPERATING EXPENDITURES</b>               | <b>FY 2008</b>  | <b>FY 2009</b> |
|---|-----------------|----------------|
| Salaries .....                                  | \$617,366 ..... | \$717,087      |
| Current Expenses .....                          | \$146,317 ..... | \$557,616      |
| Equipment .....                                 | -0- .....       | -0-            |
| Total .....                                     | \$763,683 ..... | \$1,274,703    |
| <b>DEM CAPITAL IMPROVEMENTS</b> .....           | -0- .....       | -0-            |
| <b>REVENUE</b>                                  |                 |                |
| Local Emergency Planning Committee (LEPC) ..... | \$31,319 .....  | \$37,903       |

### 2009 DEPARTMENT HIGHLIGHTS

- Organization
- Department Goals
- Emergency Operations
- Plans and Programs
- Training and Exercises

### ORGANIZATION

#### Powers, Duties and Functions

DEM is established by Section 128-13, Hawaii Revised Statutes, and Section 6-103, Revised Charter of the City and County of Honolulu.

The department's primary functions are to develop, prepare for and assist in the implementation of emergency management plans and programs that protect and promote the public's health, safety and welfare-before, during and after an emergency or disaster.

The department is responsible for coordinating activities such as planning, preparedness, public awareness and education, grants administration, and mitigation. DEM is additionally responsible for ensuring continuity of government for the City and County of Honolulu. Additionally, the department houses the City's Emergency Operations Center (EOC) where emergency/disaster response and recovery support are coordinated. DEM also oversees the operations and maintenance of rural operations centers which are utilized by emergency management reserve corps personnel.

In performing these functions, DEM conforms to the Federal Department of Homeland Security (DHS) local emergency management capability and performance standards. To attain and sustain these standards, the department coordinates/collaborates with state and federal government agencies, private non-profit organizations, and with private sector entities that have related roles and responsibilities.

The DHS promotes an all-threat approach to emergency management-planning and preparing for all possible risks that can include natural disasters (hurricanes, earthquakes, tsunamis, flooding, high surf, and high winds) and man-caused disasters (enemy attack, aircraft crashes, radiological and hazardous material releases, marine and inland oil spills, acts or threats of terrorism, and use of weapons of mass destruction, to name a few).

#### Department Personnel

The department's authorized staff includes a director, deputy director, radiological defense and logistics officer, communications officer, disaster preparedness and recovery officer, public information and education officer, training and exercise officer, hazardous materials officer, grants administrator, volunteer specialist, operations specialist, administrative specialist, secretary, account clerk, grants clerk, and groundskeeper. Despite the department's small size and the staff's shared, multiple duties, DEM has maintained its projected budgets.



DEM Reservists field new safety apparel, April 2009.

The staff is augmented by cadre of approximately 200 City-authorized volunteers who offer their time, expertise, and knowledge in support of various emergency management volunteer programs which are detailed under the “Programs” section of this report.



2009 EOC upgrades included the installation of display units to facilitate situational awareness and assist in strategic operational planning.

### **Civil Defense Advisory Commission**

The Civil Defense Advisory Commission (Commission) is established by Section 6-104, Revised Charter of the City and County of Honolulu. Commission members are appointed by the mayor. The Commission's primary role is to advise the mayor, the city council and the director of emergency management regarding civil defense/emergency management issues and concerns; and, to promote community understanding and interest in such matters. Commission members serve on a voluntary basis with staggered terms and meet monthly at the City's Emergency Operations Center (EOC).

## **DEPARTMENT GOALS**

### **Goal 1: Maintain National Compliance**

The National Incident Management System (NIMS) provides a working framework for emergency managers and responders from various jurisdictions and disciplines. Most incidents are handled on a day-to-day basis by a single, local jurisdiction-often by fire, emergency services, or law enforcement personnel. However, complex or severe incidents require more response support and involve multiple agencies with different capabilities. The NIMS framework enables a standardized, unified and expandable/contractible methodology for command structure, response cohesiveness, responder safety and security, resource management, and communications interoperability. DEM continues to incorporate NIMS compliance in emergency operations planning, catastrophic planning, mutual aid agreements, and training and exercises.

### **Goal 2: Sustain EOC Personnel Proficiency**

The City's Emergency Operations Center utilizes technology to facilitate accurate incident tracking and strategic operational planning. DEM staff, as well as other government personnel, representatives from the private sector, and volunteers are regularly trained and exercised on the use of EOC technology. This results in efficient, effective and timely coordination of response support for any disaster or hazard that may threaten or strike the City.

### **Goal 3: Continued Public Awareness and Education Programs**

Also of high importance is continued support for public awareness and education programs to heighten preparedness and disaster resiliency at the community level through public events and presentations. This ensures that emergency actions by residents and visitors are predictable and consistent with the City's emergency action plans.

### **Goal 4: All-Threat Strategic Planning**

The department ensures a balance between the focus in funding for anti-terrorism activities and the focus in funding for other hazard planning and mitigation activities. DEM addresses preparedness, response, recovery and mitigation from an all-threat approach-both natural hazards and man-caused events/hazards. The all-threat approach requires a high level of coordination, collaboration and cooperation from multiple levels of government, non-profit organizations and the private sector. DEM continues to develop new and maintains current working partnerships to support this goal.

## EMERGENCY OPERATIONS

The department monitored a multitude of events which were reported in FY 2009. DEM was activated 242 days (includes full and partial activations and staff/reservist activations).

| EVENT  | # DAYS OF OCCURENCES | # DAYS DEM ACTIVATED |
|--|----------------------|----------------------|
| BRUSH/WILD FIRE                              | 11                   | 8                    |
| FLOOD/FLASH FLOOD ADVISORY / WATCH / WARNING | 47                   | 35                   |
| FUNNEL CLOUD                                 | 1                    | 0                    |
| TORNADO                                      | 1                    | 0                    |
| HIGH WIND                                    | 15                   | 2                    |
| HIGH SURF                                    | 135                  | 133                  |
| TROPICAL DEPRESSION/CYCLONE                  | 61                   | 18                   |
| TSUNAMI INFO/WATCH/WARNING                   | 59                   | 44                   |
| POWER OUTAGE                                 | 1                    | 1                    |
| OIL/FUEL SPILL                               | 321                  | 0                    |
| HAZARDOUS MATERIALS                          | 1                    | 1                    |
| TOTAL  | 653                  | 242                  |

### Major Emergency Operations Center (EOC) activations for FY 2009

The EOC is frequently activated to provide assistance for the above mentioned incidents. Staffing levels vary with the severity of the event and the complexity of coordination or support required. Activities in a full activation can consist of communications support, coordinating the deployment of pumping and heavy equipment, the activation of the emergency management reserve corps personnel, and the coordination of state response resources, to name a few. Full EOC activation occurred for the following major events in FY 2009:

- DECEMBER 11, 2008 FLOODS: A low pressure system impacted the State during the period of December 10-11, 2008 with heavy rain, high winds, and flooding. Most of the damage occurred on Oahu where a reported 14 inches of rain fell in a 12 hour period causing flooding and wind damage to homes, businesses, and roadways. Flooding and damage to homes and infrastructure were reported in Wahiawa, Waipahu, Waialua, Haleiwa, Laie, Kailua, and Waimanalo.
- DECEMBER 26, 2008 BLACKOUT: An unusual lightning storm caused major damage to a critical electrical transmission line, causing major load shedding and an island-wide blackout. Most of the island's power was restored within 12-16 hours.
- JANUARY 15-16, 2009 WINDSTORM: A cold front generating sustained winds up to 50 mph was to hit Oahu on the early morning of January 16. This prompted the City to excuse non-disaster response workers, and close government offices. Although the windstorm did not cause any major damages, shelters were opened and several hundred residents evacuated.

## PLANS AND PROGRAMS

### Planning Activities

The department is the lead agency for various emergency management plans for the City and County of Honolulu. DEM is responsible for maintaining, reviewing and/or updating plans which can require multi-department and/or multi-jurisdictional coordination and collaboration.

- CITY EMERGENCY OPERATIONS PLAN (EOP): A plan that identifies clear emergency roles, responsibilities, and duties for all City departments and offices. The department is responsible for coordination of the plan's maintenance, review and update with all departments. The EOP undergoes continuous review and updates as information or processes change.
- DEPARTMENT STANDARD OPERATING GUIDELINE (SOG) / GUIDEINES (SOGs): The department maintains a SOG for all threats. These guidelines detail all necessary departmental actions (notifications, warning, etc.) that are required when an incident occurs. Guidelines undergo continuous review and updates.
- TACTICAL INTEROPERABLE COMMUNICATIONS (TIC) PLAN: To facilitate communications interoperability planning, the Department of Homeland Security (DHS) established regional planning zones in each state. In Hawaii, each county was designated as a regional planning zone (e.g. Oahu Regional Planning Zone or Oahu RPZ). DEM coordinates activities of the RPZ which is responsible for the development, update and maintenance of a Regional TIC plan. The primary purpose of a TIC Plan is to ensure common communications standards, protocols and procedures among all the region's stakeholders.
- REGIONAL CATASTROPHIC PLANNING (PANDEMIC RESPONSE PLANNING): The DHS awarded planning funds (through the Regional Catastrophic Planning Grant Program) to various Urban Area Security Initiative (UASI) regional areas. The City and County of Honolulu is the designated UASI. For purposes of this grant, the "UASI regional area" includes the other three major counties. DEM is responsible for the implementation of the planning grant. Planning activities include project management and coordination of county, state and federal representatives, in addition to private non-profit, and private sector representatives. In 2009, continuity of government plans for all four counties and the state were reviewed and updated. Planning activities are expected to continue through 2010.

- **DISASTER PREPAREDNESS AND MITIGATION PLANNING:** The department is responsible for all-threat mitigation planning and preparedness. Additionally, DEM coordinates and collaborates with representatives from various agencies and organizations regarding evacuation and emergency shelter planning. In 2009, DEM participated in catastrophic hurricane planning activities sponsored by the Federal Emergency Management Agency (FEMA) and State Civil Defense.
- **MULTI-HAZARD PRE-DISASTER MITIGATION PLAN FOR THE CITY AND COUNTY OF HONOLULU:** A risk and vulnerability based plan which identifies major mitigation priorities and strategies. A current, approved mitigation plan is mandated by the Federal Emergency Management Agency (FEMA) and is a requirement for the City to be eligible to receive federal disaster assistance funding. DEM is responsible for the maintenance, review, and update of the plan. The City's plan is currently being updated and approval is expected by mid-year 2010. In 2008, DEM convened a mitigation working group to begin the plan review and update processes. This working group will continue to meet through mid-2009 and will focus on developing City strategies to lessen loss of life and damage to property through mitigation activities. Hardening of critical City facilities to withstand high winds and expanding public education are two examples of pre-disaster mitigation activities.
- **HONOLULU LOCAL EMERGENCY PLANNING COMMITTEE (LEPC):** LEPC was established as a result of the Superfund Amendments and Reauthorization Act or SARA which became law in 1986 (PL 99-499). A major SARA provision is Title III, or SARA Title III, also referred to as Emergency Planning and Community Right-to-Know Act (EPCRA). EPCRA established guidelines for Federal, State and local governments, and industry regarding emergency planning and providing communities with information on hazardous chemicals within their jurisdiction. A Hawaii State Emergency Response Commission (HSERC) was formed and each of the four counties in Hawaii was designated as an emergency planning district. A LEPC was established in each county. Functions of the LEPC include preparing a hazardous material emergency response plan, reviewing the plan annually, evaluating resources to mitigate an emergency, receiving Tier II reports and notifications of spills and releases, and receiving and processing requests for information from the general public. DEM is responsible for coordinating LEPC planning, training and exercise activities in the county.
- **ENERGY COUNCIL PLANNING:** Energy Council operates under the State of Hawaii, Department of Business, Economic Development and Tourism (DBEDT). The Energy Council is responsible for the maintenance, review, and update of the state energy plan that details agencies and industries roles and responsibilities and prioritization processes for power distribution in a disaster. DEM continues to participate in Energy Council planning activities to ensure that energy emergency plans are consistent with City emergency operations plans.
- **VISITOR INDUSTRY PLANNING:** DEM is actively involved in the planning and implementation processes which address the unique issues that arise from the visitor industry during a disaster. DEM's close relationship with the Hawaii Hotel and Visitor Industry Security Association (HHVISA) and the Oahu Visitors Bureau (OVB) proves invaluable and ensures that visitor and hotel industry plans and programs remain nested within city operational plans and programs.

## Major Programs

The department is responsible for the oversight of several programs-the majority of which are national initiatives or driven by national standards/requirements. Similar to emergency management planning, program implementation requires extensive coordination and collaboration with multiple government jurisdictions, private non-profit agencies and private sector representatives.

- **COMMUNICATIONS AND WARNING:** The department oversees the operations, maintenance, and testing of its 800 MHz radios and over 175 outdoor warning sirens. Additionally, DEM continues to collaborate on the installation of new siren units with the State Department of Defense, who manages the statewide siren warning system. In 2009, phase one of the 800 MHz rebanding of department communications systems were completed; the voice-activated capability of the Waialua/Haleiwa area sirens were tested for use as a supplemental means for localized emergency notification; and Campbell Industrial Park hazmat siren group testing was re-initiated.
- **HOMELAND SECURITY**
  - **INFORMATION/INTELLIGENCE EXCHANGE:** The department attends regular executive-level meetings of the Hawaii Emergency Preparedness Executive Committee (HEPEC), Joint Task Force-Homeland Defense (JTF-HD), and Joint Terrorism Task Force-Pacific (JTTF-P) to share information and maintain situational awareness on current significant incidents. DEM continues to participate in these forums to strengthen working interaction among the military, federal and state governments, private non-profit organizations, and the private sector.
  - **GRANTS:** DEM administers multiple homeland security grants received from the U.S. Department of Homeland Security (DHS) to strengthen planning, response and recovery capabilities on behalf of the City. Homeland Security funds have been invested in responder protective equipment, vehicles and communications equipment enhancements, critical infrastructure improvements, and training/exercise programs. In 2009, DEM oversaw the closeouts of over \$21M for 2005 and 2006 grant years; and, continues to conduct fiscal processing of over \$18M for 2007 and 2008 grant years. In addition to DHS grants, pre-disaster mitigation grants are made available to the City through the Federal Emergency Management Agency for local mitigation planning and projects. For 2009, the City was awarded \$8.2M in DHS funds; and DEM was awarded over \$100,000 in mitigation planning funds.
  - **RESPONSE CAPABILITY IMPROVEMENT STRATEGY:** DEM regularly convenes the Honolulu Urban Area Working Group (HUAWG) to conduct annual homeland security capabilities assessments. The HUAWG continues to develop annual strategies with goals and objectives for the City to achieve desired measurable results in improving/enhancing response capabilities. The HUAWG includes public safety executives in determining the City's annual homeland security priorities.



- **INTEROPERABLE COMMUNICATIONS STRATEGY:** DEM regularly convenes the Public Safety Operations Committee (PSOC) to assess current interoperability issues and develop strategies to improve/enhance interoperable capabilities (locally and regionally across counties; and, with other Oahu Regional Planning Zone (RPZ) stakeholders). PSOC makes recommendations to public safety executives on RPZ strategies and solutions.
- **TELECOMMUNICATION/UTILITY WORKING GROUP (TUWG):** DEM regularly convenes the TUWG to collaborate and coordinate information and data sharing among communication carriers, providers, and utilities. Inclusion of the private sector in strategic operational planning results in predictable and consistent actions during a disaster.
- **CITIZEN CORPS (CC):** In 2009 DEM initiated strategic planning to re-invigorate the CC program. Although CC subprograms have been active since 1996, the department expects to reconvene in 2010 and include business and organizational stakeholders.
- **PUBLIC EDUCATION AND INFORMATION**
  - **TSUNAMI AWARENESS:** April 1st of each year marks the anniversary of the 1946 tsunami that was responsible for 161 deaths statewide-including six on the island of Oahu. Each year, public educational commemorative programs are implemented by various agencies. In 2009, DEM participated in the distribution of tsunami awareness posters which were given to all public and private schools on Oahu. This initiative was sponsored by Dr. Dan Walker (DEM tsunami advisor).
  - **HURRICANE AWARENESS:** The department participates in annual hurricane awareness functions sponsored by the National Oceanic and Atmospheric Administration-National Weather Service, Honolulu Forecast Office/Central Pacific Hurricane Center. In 2009, one of the significant changes was in the timing of hurricane watch and warning notifications. Watches will now be issued 48 hours before onset of hazardous winds; warnings will now be issued 36 hours prior to onset. This change will alert and warn the public in a more timely manner.
  - **DEPARTMENT WEBSITE:** The department's website is now enhanced with the addition of printable files of multi-hazard disaster preparedness materials. The Tsunami Evaluation Zone Mapping tool developed by National Oceanic and Atmospheric Administration continues to be a valuable business, family, and individual disaster planning aid. Future goals include multi-lingual versions of preparedness materials and the development of train-the-trainer disaster preparedness program and materials.
  - **PUBLIC OUTREACH:** The department participates in various public outreach activities to include retail outlet displays, employee safety fairs, conferences, product and food fairs, television and radio talk shows, and volunteer recruiting drives. Some of the larger, annual public events attended in 2009 include the Senior Fair, Pet Expo, and the Building Industry Association Show. The department is committed to continued public outreach to promote preparedness and disaster resiliency.
  - **SPEAKERS BUREAU:** The department's speakers bureau program continues its active involvement in the community. DEM staff members participated in the agency's outreach public speaking program to educate a broad cross-section of the Oahu population, to include private businesses, schools, community associations, neighborhood boards, professional organizations, senior citizen groups, the Boy and Girl Scouts, hospital staffs, clubs, church groups and other government agencies.
  - **PACIFIC/FOREIGN ASSISTANCE PROGRAM:** DEM invited various Pacific Island and foreign dignitaries from Thailand, Indonesia, Malaysia, Solomon Islands, Philippines, Samoa, American Samoa, Tonga, Vanuatu, Tuvalu, Guam, the Commonwealth of Northern Mariana Islands, and the Marshall Islands. They were coordinated through the International Tsunami Information Center (ITIC) to share best practices and lessons learned about multi-jurisdictional coordination and information sharing. In addition, DEM sent a staff officer, sponsored by the ITIC, to the Republic of Korea as a featured speaker for an Asia-wide tsunami symposium.



**Emergency Managers from various Pacific Islands visit the City Emergency Operations Center (EOC) to learn tsunami best practices.**

- **CITIZEN CORPS PROGRAMS**

- **EMERGENCY MANAGEMENT RESERVE CORPS:** A program with approximately 150 highly trained and dedicated emergency management reservists who provide support to the City's first responders, as well as support to DEM and other City departments and agencies during emergencies, disasters, and at special events. Oahu reservists are divided into six districts. Each district functions under the direction and supervision of a district coordinator. These team leaders possess detailed knowledge of their areas and understand localized issues and problems that arise during emergencies and disasters. DEM supports this program by providing equipment, supplies, on-duty meals and mileage reimbursements for personal vehicles. DEM also provides monthly training classes/updates to ensure that reservists maintain their competency levels for the various response tasks and actions for which they are activated.
- **RADIO AMATEUR CIVIL EMERGENCY SERVICE (RACES):** A nationwide program whose members are dedicated to provide communications support in emergencies or disasters. Oahu RACES members meet regularly at the department EOC and continue to train and exercise to maintain high competency levels. In 2009, Oahu RACES participated in catastrophic hurricane planning activities by providing simulated disaster communications support during the tabletop exercise segment.
- **TECHNICAL ADVISORS:** The department engages the volunteer services of various subject matter experts to conduct technical analyses and provide advice to emergency managers.
- **COMMUNITY EMERGENCY RESPONSE TEAM (CERT):** A national, community-based program that promotes the development of community/area teams to provide direct assistance to their immediate communities. Oahu CERT members are trained to immediately activate and assist their communities in emergency/disaster preparedness actions and provide additional assistance after the catastrophe strikes, until officials can respond. DEM supports this program by providing program administration, training and training materials, and seeking national funding to equip each trained member with essential preparedness tools and supplies. To date, DEM has trained over 600 citizens for the CERT program.

## **TRAINING AND EXERCISES**

### **Training and Certification**

The department continues to coordinate and participate in various training activities in accordance with the national Homeland Security Exercise and Evaluation Program (HSEEP) to ensure high levels of competency for emergency management personnel from various government agencies, volunteer programs, non-profit organizations and private sector stakeholders. Below are some of the major training events of 2009:

- Coast Guard response training
- COML (communications leader) certification training
- CERT (Community Emergency Response Team) basic certification training
- Communications gateway (interoperable communications equipment) training
- E-Team (emergency operations center tracking software) training
- Emergency Management Reservist initial certification and update training
- Incident Command System 300/400 (mid-level management) certification training
- Pearl Harbor Naval Shipyard response training

### **Exercises**

The department continues to coordinate and participate in various exercises and drills in accordance with the national HSEEP to validate operational plans and guidelines and maintain responder and decision-maker skills. Below are some of the major exercises and drills of 2009 that involved City personnel, as well as representatives from other agencies and industries:

- Catastrophic hurricane tabletop exercise and simulation cell as a part of the annual, statewide Makani Pahili hurricane exercise
- COMMEX (interoperable communications) quarterly exercises
- Communications gateway (interoperable communications equipment) field exercise
- Disaster preparedness exercises (various community groups and organizations throughout Oahu)
- Tsunami evacuation exercises and drills at various schools in coastal communities
- RACES (Radio Amateur Civil Emergency Service) simulated emergency test